



## Saint Paul Planning Commission

City Hall Conference Center Room 40  
15 Kellogg Boulevard West

Christopher B. Coleman,  
Mayor

### Steering Committee Meeting – 8:00 a.m., Room 41

#### Agenda

Saint Paul  
Planning Commission

August 21, 2015  
8:30 – 11:00 a.m.

#### Chair

Barbara A. Wencil

#### First Vice Chair

Elizabeth Reveal

#### Second Vice Chair

Paula Merrigan

#### Secretary

Daniel Ward II

#### **I. Approval of minutes of July 10, 2015 and July 24, 2015.**

#### **II. Chair's Announcements**

#### **III. Planning Director's Announcements**

#### **IV. PUBLIC HEARING: Campus Boundaries Zoning Study – Item from the Neighborhood Planning Committee. (Josh Williams, 651/266-6659)**

#### **V. Zoning Committee**

##### **SITE PLAN REVIEW** – List of current applications. (Tom Beach, 651/266-9086)

#15-134-559 Taco Bell/Border Foods – Conditional use permit for drive-through sales and to increase the maximum number of off-street parking spaces, and variances of minimum floor area ratio (0.5 required, 0.11 proposed), window and door openings of front façade length (50% required, 47% proposed), and interior parking lot landscaping (15% required, 12% proposed). 565 Snelling Avenue North, SW corner at Edmund. (Jake Reilly, 651/266-6618)

##### **NEW BUSINESS**

#15-144-605 Dr. Marie Wang – Change of nonconforming use from a law office to a psychiatry office and apartment. 1450 Frankson Avenue between Pascal and McKinley. (Josh Williams, 651/266-6659)

#15-138-929 Mike and Joelle Olson – Establishment of nonconforming use as a triplex. 897 Goodrich Avenue, between Victoria Street South and Milton Street. (Jamie Radel, 651/266-6614)

#### **VI. Comprehensive Planning Committee**

DNR Mississippi River Critical Area Rules – Approve resolution recommending comments to the Mayor and City Council. (Josh Williams, 651/266-6659)

Pat Connolly  
Anne DeJoy  
Daniel Edgerton  
Gene Gelgelu  
William Lindeke  
Kyle Makarios  
Melanie McMahon  
Gaius Nelson  
Rebecca Noecker  
Christopher Ochs  
Trevor Oliver  
Julie Padilla  
Betsy Reveal  
Emily Shively  
Terri Thao  
Wendy Underwood  
Jun-Li Wang  
David Wickiser

Planning Director  
Donna Drummond

**VII. Neighborhood Planning Committee**

Gold Line Station Area Plans – Approve resolution recommending adoption of plans and property rezonings to the Mayor and City Council. (*Bill Dermody, 651/266-6617*)

District 14 Macalester-Groveland Community Plan – Release draft for public review and set a public hearing for October 2, 2015. (*Mike Richardson, 266-6621*)

**VIII. Transportation Committee**

**IX. Communications Committee**

**X. Task Force/Liaison Reports**

**XI. Old Business**

**XII. New Business**

**XIII. Adjournment**

Information on agenda items being considered by the Planning Commission and its committees can be found at [www.stpaul.gov/ped](http://www.stpaul.gov/ped), click on Planning.

Planning Commission Members: PLEASE call Sonja Butler, 651/266-6573, if unable to attend.

**Saint Paul Planning Commission &  
Heritage Preservation Commission  
MASTER MEETING CALENDAR**

**WEEK OF AUGUST 17-21, 2015**

**Mon**      **(17)** \_\_\_\_\_

**Tues**      **(18)** \_\_\_\_\_

**3:30-5:00 p.m.**    **Comprehensive Planning Committee**  
*(Merritt Clapp-Smith, 651/266-6547)*

**CANCELLED**

**Weds**      **(19)** \_\_\_\_\_

**Thurs**      **(20)** \_\_\_\_\_

**Fri**      **(21)** \_\_\_\_\_

**8:00 a.m.**    **Planning Commission Steering Committee**  
*(Donna Drummond, 651/266-6556)*

**Room 41 City Hall**  
Conference Center  
15 Kellogg Blvd.

**8:30-11:00 a.m.**    **Planning Commission Meeting**  
*(Donna Drummond, 651/266-6556)*

**Room 40 City Hall**  
Conference Center  
15 Kellogg Blvd.

**PUBLIC HEARING:** Campus Boundaries Zoning Study – Item from the  
Neighborhood Planning Committee. *(Josh Williams, 651/266-6659)*

**Zoning..... SITE PLAN REVIEW** – List of current applications. *(Tom Beach, 651/266-9086)*

**OLD BUSINESS**

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***Comprehensive Planning  
Committee .....***

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***Neighborhood Planning  
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**The Planning Commission  
minutes from the meeting  
on 07/10/15 and  
07/24/15  
are not available at this  
time.**



**Sonja Butler**



CITY OF SAINT PAUL  
Christopher B. Coleman, Mayor

375 Jackson Street, Suite 220  
Saint Paul, Minnesota 55101-1806

Telephone: 651-266-8989  
Facsimile: 651-266-9124  
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## SITE PLAN REVIEW COMMITTEE

**Tuesday, August 18, 2015  
2nd Floor Conference Room  
375 Jackson Street, Suite 218**

<u>Time</u>	<u>Project Name and Location</u>
9:00	Airport BP Convenience/Gas Store 2526 W 7 <sup>th</sup> Street Expand existing car wash for convenience/gas store
9:20	Parkway Little League 1130 3 <sup>rd</sup> Street East New ballfield and parking lot

### **Applicants should attend this meeting.**

At this meeting you will have a chance to discuss the site plan for your project with Saint Paul's Site Plan Review Committee. The Committee is made up of City staff from Zoning, Traffic, Sewers, Water, Public Works, Fire Inspections, and Parks. You are encouraged to bring your engineer, architect, or contractor with you to handle any technical questions raised by city staff. The purpose of this meeting is to simplify the review process by letting the applicant meet with staff from a number of departments at one time. Staff will make comments and ask questions based on their review of the plans. By the end of the meeting you will know if the site plan can be approved as submitted or if revisions will be required. Staff will take minutes at the meeting and email you a copy.

The meeting room is on the skyway level and 25' to your left as you get out of the elevator.

### **Parking**

A few free parking spaces are available in our visitor parking lot off of 6<sup>th</sup> Street at Jackson. Parking is also available at on-street meters. The closest parking ramp is on Jackson one block south of our office between 4<sup>th</sup> and 5<sup>th</sup> Street.

If you have questions, please contact Tom Beach at 651-266-9086 or [tom.beach@ci.stpaul.mn.us](mailto:tom.beach@ci.stpaul.mn.us).

**FOR THE FULL ZONING COMMITTEE AGENDA and SUMMARY**

**of this packet go to the link below:**

**<http://www.stpaul.gov/planningcommission>**

**Thank you**

**Sonja Butler**

**Planning Commission Secretary/Office Assistant IV**

**1400 City Hall Annex**

**25 Fourth Street West**

**Saint Paul, MN 55102**

**651-266-6573**



**CITY OF SAINT PAUL**  
*Christopher B. Coleman, Mayor*

*25 West Fourth Street  
Saint Paul, MN 55102*

*Telephone: 651-266-6565  
Facsimile: 651-266-6549*

**Date:** July 1, 2015  
**To:** Saint Paul Planning Commission  
**From:** Neighborhood Planning Committee  
**RE:** The Campus Boundaries Zoning Study

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## **Background**

The purpose of this memo is to convey the findings and recommendations of the Campus Boundaries Zoning Study.

Over the past several years, a large number of single-family residential properties have been acquired by institutions of higher education in Saint Paul. Some of these have been demolished and left as empty lots. The institutions undertaking these actions have done so in the absence of a clear plan for campus growth. This has raised substantial public concern over the potential for damage to the character and vitality of the residential neighborhoods surrounding these campuses.

The Saint Paul Zoning Code requires a conditional use permit for colleges, universities, and seminaries when they are located in residential districts. Sec. 65.220 of the Zoning Code lists standards and conditions for these institutions, and requires establishment of a defined campus boundary in residential districts and Planning Commission approval of any expansion of those campus boundaries.

Campuses include a wide variety of uses, some of which have the potential to be incompatible with adjacent residential uses. The requirement for a conditional use permit defining campus boundaries allows the Planning Commission to evaluate proposed campus expansions and permit expansions only under such conditions as they will not have a substantial negative impact on surrounding residential neighborhoods.

## **Findings**

Patterns of streets and public realm, lot size and configuration, and building massing and design are significant contributors to neighborhood character. Patterns of use—how many people live, work, or recreate in an area, how and when they move between locations—also matter. When these patterns change substantially, so too does the character of a neighborhood. Change may occur in large increments over short periods of time, or may occur more gradually. While planning efforts to understand and appropriately mitigate the impacts of large magnitude changes



are common, it is more difficult to understand and anticipate the cumulative impact of more incremental changes over longer periods of time.

The intent of the Zoning Code is, among other things, to regulate the location, alteration, and use of buildings and land and to encourage a compatible mix of land uses that reflects the scale, character, and urban design of Saint Paul's neighborhoods. Sec. 65.220 provides for regulation of the expansion of college, university, and seminary campus boundaries through a conditional use permit. In doing so, it provides adequate tools for the City to manage how associated changes to a neighborhood—such as the introduction of larger structures or changes in traffic patterns—impact the character of that neighborhood. However, Sec. 65.220 as currently written is less effective in managing the smaller, more incremental changes associated with the actions of institutions in regard to their long-term development plans. This is particularly true with regard to the purchase and demolition by institutions of single-family and duplex properties at the margins of their campuses.

Because campus expansions in residential districts generally require the institution to acquire and assemble a number of residential properties, it is common for colleges and universities to acquire individual properties as they become available. To reduce holding costs and because properties not yet within campus boundaries can generally only be used for residential purposes, institutions may demolish structures and maintain the properties as vacant lots until sufficient land to accommodate expansion plans can be acquired.

The demolition of residential properties without replacement of the structures causes damage to both the physical and social fabric of neighborhoods. With large numbers of demolitions, these negative impacts can be substantial. However, Sec. 65.220 currently does not address institutional acquisition and demolition of residential properties except as a condition of approval of a conditional use permit for campus expansion. And because an applicant must have an ownership interest to seek a conditional use permit, institutions generally don't seek approval for campus expansion until after they have acquired the properties for expansion. As a result, the ordinance as currently structured does not adequately protect neighborhoods from impacts associated with campus expansion.

## **Recommendations**

City regulation of campus boundaries should continue to allow for appropriate and carefully-planned campus expansion. It should also better protect neighborhoods from the negative impacts of pre-expansion acquisition and demolition of residential properties near campuses. This can be achieved by restricting the addition to campuses of properties where the primary residential structure was recently demolished. Such a restriction would provide an incentive to institutions to maintain acquired residential properties in residential use, thereby maintaining the neighborhood fabric, until such time as a campus expansion were approved through the issuance of a conditional use permit by the Planning Commission. As a standard tied to a conditional use, the Planning Commission would also have the ability to ease the restriction in cases where it caused undue hardship.

Sec. 65.220 of the Zoning Code is shown below, with language inserted that prohibits the addition of any property to a campus if the primary residential structure on the property has been demolished within the past ten years:

*Sec. 65.220. - College, university, seminary, or similar institution of higher learning.*

An institution for post-secondary education, public or private, offering courses in general, technical, or religious education and not operated for profit, which operates in buildings owned or leased by the institution for administrative and faculty offices, classrooms, laboratories, chapels, auditoriums, lecture halls, libraries, student and faculty centers, athletic facilities, dormitories, fraternities, and sororities, but not including colleges or trade schools operated for profit.

Standards and conditions except in B4—B5 business districts:

- (a) When an institution is established, it shall provide the minimum number of off-street parking spaces required by this code. The institution shall be required to provide additional parking spaces only when the minimum number of parking spaces will have to be increased due to a more than ten (10) percent or three hundred (300) gain in the total number of employees, staff and students, whichever is less. Thereafter, additional parking spaces will have to be provided for each subsequent gain of more than ten (10) percent or three hundred (300) in the total number of employees, staff or students. To determine compliance with parking requirements in, the institution must file an annual report with the planning administrator stating the number of employees, staff and students associated with the institution.
- (b) A theater, auditorium or sports arena located on a college, university or seminary campus must provide off-street parking within six hundred (600) feet of the building to be served as measured from a principal entrance to the building to the nearest point of the off-street parking facility, and also provide the number of parking spaces specified in section 63.200. The planning commission, after public hearing, may determine that the existing parking provided by the institution for students, employees and dormitory beds meets this parking requirement based upon the following:
  - (1) The spaces are within six hundred (600) feet of the building they are intended to serve, as measured from a principal entrance to the building to the nearest point of the off-street parking lot; and
  - (2) It can be demonstrated by the institution that the spaces are not needed by students and employees during times when events attracting nonstudents and nonemployees are to be held.

Additional standards and conditions in residential districts:

- (c) The campus boundary as defined under subparagraph (f) below at some point shall be adjacent to a major thoroughfare as designated on the major thoroughfare plan.
- (d) Buildings shall be set back a minimum of fifty (50) feet from every property line, plus an additional two (2) feet for every foot the building's height exceeds fifty (50) feet.
- (e) On a campus of five (5) acres or more, no building shall exceed ninety (90) feet in height; on a campus smaller than five (5) acres, no building shall exceed forty (40) feet in height.
- (f) The boundaries of the institution shall be as defined in the permit, and may not be expanded without the prior approval of the planning commission, as evidenced by an amended conditional use permit. Properties on which the primary structure has been demolished within the past ten (10) years shall not be eligible for inclusion in a college, university, or seminary boundary. The campus that is defined by the

*boundaries shall be a minimum of three (3) acres, and all property within the campus boundaries must be contiguous.*

*The applicant shall submit an "anticipated growth and development statement" for approval of a new or expanded campus boundary, which statement shall include but not be limited to the following elements:*

- (1) Proposed new boundary or boundary expansion.*
- (2) Enrollment growth plans that include planned or anticipated maximum enrollment by major category (full-time, part-time, undergraduate, graduate) over the next ten (10) years and also the anticipated maximum enrollment over the next twenty (20) years.*
- (3) Plans for parking facilities over the next ten (10) years, including potential locations and approximate time of development.*
- (4) Plans for the provision of additional student housing, either on-campus or off-campus in college-controlled housing.*
- (5) Plans for use of land and buildings, new construction and changes affecting major open space.*
- (6) An analysis of the effect this expansion (or new campus) will have on the economic, social and physical well-being of the surrounding neighborhood, and how the expansion (or new campus) will benefit the broader community.*

*Approval of a new or expanded campus boundary shall be based on an evaluation using the general standards for conditional uses found in section 61.500, and the following criteria:*

- (i) Anticipated undergraduate student enrollment growth is supported by plans for student housing that can be expected to prevent excessive increase in student housing demand in residential neighborhoods adjacent to the campus.*
  - (ii) Potential parking sites identified in the plan are generally acceptable in terms of possible access points and anticipated traffic flows on adjacent streets.*
  - (iii) Plans for building construction and maintenance of major open space areas indicate a sensitivity to adjacent development by maintaining or providing adequate and appropriately located open space.*
  - (iv) The proposed new or expanded boundary and the "anticipated growth and development statement" are not in conflict with the city's comprehensive plan.*
- (g) The institution shall not exceed by more than ten (10) percent or three hundred (300), whichever is less, the student enrollment, staff and employee size and/or dormitory bed levels identified in the permit unless required off-street parking is provided and approved by the commission.*

## **REQUESTED ACTION**

Release the findings and recommendations of the Campus Boundaries Zoning Study for public review and set a public hearing before the Planning Commission for August 21, 2015.